



DEPARTMENT OF THE NAVY
NAVSUP FLEET LOGISTICS CENTER SAN DIEGO
3985 Cummings Road, Bldg 116
San Diego, CA 92136-4200

IN REPLY REFER TO:
14-240-0002

JUSTIFICATION AND APPROVAL
FOR USE OF OTHER THAN FULL AND OPEN COMPETITION

Upon the basis of the following justification, I as Contracting Officer hereby approve use of the other than Full and Open competition for the proposed contractual action pursuant to the authority of 10 USC 2304(c)(1), "Only one responsible source and no other supplies or services will satisfy agency requirements".

1. Contracting Activity and Requiring Activity:

The Contracting Activity is the NAVSUP Fleet Logistics Center, San Diego, CA (NAVSUP FLCSD N00244). The Contracting Department point of contact is Ralph A. Franchi, Contract Specialist, Code 240, (619) 556-9776, ralph.franchi@navy.mil. The requiring activity is the Fleet Readiness Center, Southwest (FRCSW N65888), San Diego, CA.

2. Description of the Action Being Approved:

This justification seeks approval for the procurement of a Firm Fixed Price (FFP) annual licensing and support contract for the Configuration Management Professional (CMPRO) software. The contract will be funded with Navy Working Capital Funding (NWCF). The period of performance will cover a one year period of performance. CMPRO has been designed and developed by Professional Systems Associates (PSA). CMPRO is utilized across the Naval Air Systems Command (NAVAIR) and Commander Fleet Readiness Center (COMFRC) enterprise.

3. Description of Supplies/Services:

CMPRO software has been obtained under a series of annual purchase and delivery orders issued to PSA. The licenses are typically are for a one year period of performance. The current order was issued under N68936-13-F-0330 by the Naval Air Weapons Center (NAWC) Contracting Department, China Lake, CA. The NAWC has made a decision to not support FRCSW any longer in their software requirements and this current requirement is being processed by FLCSD.

CMPRO is an enterprise class Configuration Management (CM) and Product Lifecycle Management (PLM) software application. CMPRO automates the process of managing product data, engineering data, inventory and configuration data in a centralized integrated data environment. CMPRO is commercial off-the-shelf (COTS) software produced by PSA headquartered in Panama City, FL. CMPRO has numerous out-of-the-box modules as well as an architecture that allows for customization around its core capabilities for CM/PLM. Some of the out-of-the-box predefined modules include: Product Definition, Configuration Status Accounting (CSA), Configuration Baselines, As-Built Tracking, Inventory Management, Drawing/Document/Software Release, Contracts/Contract Tasks, Project and Process Management. CMPRO has been in use at FRCSW and FRCSE since the late '90's.

Activities that current utilize CMPRO are FRC South West, FRC South East, FRC-East, FRC-West Pacific, FRC-Mid Atlantic and FRC-West. Sites with smaller user numbers include NAVAIRHQ, Naval Air Weapons Center-Aircraft Division Patuxent River, MD, NAWC-Aircraft Division Lakehurst, NJ, NAWC-Weapons Division and NAWC TSD Orlando, FL. The system is also used by a limited number of personnel aboard each US Navy Aircraft Carrier (CVN), as well as LHA-5 Peleliu, LHD-6 Bonhomme Richard, and MALS (Marine Air Logistics Squadron)-12 / 13 / 14 / 16 / 31 / 40. The CMPRO System managed by FRCSW supports a global customer base of approximately 3,100 users.

The CMPRO software supports the following NAVAIR programs: Consolidated Automated Support System (CASS) family of testers for Program Management Activity (PMA)-260, Master Test Program Set Index (MTPSI) at FRCSW, F/A-18 High Flight Hour (HFH) for PMA-265, Request for Engineering Information (REI) / Temporary Engineering Instruction (TEI) at all FRC's, Materials Engineering Database System (MEDS) at multiple NAVAIR and COMFRC sites and Manufacturing Model Management System (3MS).

Support of the Consolidated Automated Support System (CASS) family of testers for Program Management Activity (PMA)-260. CMPRO functions as the organic IDE for this program and enables the proper execution of CM tasks including configuration identification, management of configuration items, configuration status accounting, engineering change proposal (ECP) management, physical configuration audits (PCA), and product baseline establishment and tracking.

Master Test Program Set Index (MTPSI) at FRCSW. Automatic Test Equipment (ATE) requires MTPSI Decks to execute test and evaluate procedures for electronic/pneumatic/avionic/test bench components. CMPRO provides robust configuration management and traceability of decks, USN and Foreign Military Sales (FMS) during development, revision and distribution of these decks. CMPRO integrates data from multiple modules to provide the Fleet deck revisions immediate access of digital MTPSI decks are available to sailors and marines both afloat and ashore with the most current up-to-date information needed to test and evaluate components. The CMPRO MTPSI module eliminates the need for printing and distribution of hardcopy media.

F/A-18 High Flight Hour (HFH) for PMA-265. The CMPRO system is used for managing the F/A-18A-D High Flight Hour (HFH) Bulletin inspection and repair process. HFH Bulletins are the key element used by the F/A-18A-D Service Life Management Program (SLMP) to extend the airframe life to 10,000 flight hours. Each requires detailed inspection and documentation of HFH F/A-18A-D aircraft structural "hot spots". After completion of the inspection and associated repairs, an inspection data package is compiled and reviewed by an NAVAIR AIR-4.3.3.1 Airworthiness Certification Engineer (ACE) to determine if the aircraft can be authorized to continue flying beyond the current 8,000 Flight Hour (FH) airframe life limit. CMPRO serves as the electronic center for collection, processing, searching, and reporting of most data associated with HFH inspection processes. Hundreds of inspection points for each of 7 different bulletins are documented within CMPRO for a single Bureau Number of Aircraft (BUNO). Damage found at any inspection point is documented in CMPRO as an REI-TEI linked to the bulletin's corresponding inspection item.

Request for Engineering Information (REI) / Temporary Engineering Instruction (TEI) at the FRC's. REI/TEIs track the repair or replacement of damaged aircraft parts. Repair dispositions, engineering analysis, photographs, Non-Destructive Inspection (NDI) results, and many other supporting documents are attached to the REI-TEI in CMPRO.

The Materials Engineering Database System (MEDS) at multiple NAVAIR and COMFRC sites within CMPRO is built around the core CM/PLM capabilities of the system, as well as custom forms used for the creation, data capture, tracking of samples, and the analysis / reporting of testing processes. MEDS also supports laboratory certification and provides information on resource utilization, and management for testing requests.

The Manufacturing Model Management System (3MS) within CMPRO is used to manage/track all 3D Solid Models created, changed, and subsequently provided for manufacture at FRCSW North Island. CMPRO manages the data elements required to create, describe, qualify, validate, track and report on 3D Solid Models. The 3MS process within CMPRO ensures that only the most current version of 3D Solid Models are used to manufacture parts. As a follow-on to the 3MS process, the CMPRO Team has been working with Engineering and Manufacturing to develop an Engineering Design Review Board (EDRB) process. The EDRB will streamline the review and approval of manufacturing plans. The use of CMPRO by both FRCSE and FRCE ensures that 3D Solid Models validated at one FRC is immediately available by the other FRC's. The CMPRO improves manufacturing capacity and processes across the FRCs to maximize the use of costly equipment, reduce turn-around time for the delivery of parts, and improve flexibility and responsiveness of the FRCs to meet demand for manufactured parts.

4. Statutory Authority Permitting Other Than Full and Open Competition.

The statute authority permitting other than full and open competition is 10 U. S.C. 2304(c)(2), "Only one responsible source and no other supplies or services will satisfy agency requirements" as implemented by part 6.302-1, (a) Authority (2) When the supplies or services required by the Agency are available from only one responsible source, or, for DoD, NASA, and the Coast Guard, from only one or a limited number of responsible sources, and no other type of supplies or services will satisfy agency requirements, full and open competition need not be provided for. (iii) For DoD, NASA, and the Coast Guard, services may be deemed to be available only from the original source in the case of follow-on contracts for the continued provision of highly specialized services when it is likely that award to any other source would result in--- (A) Substantial duplication of cost to the Government that is not expected to be recovered through competition.

5. Rationale Justifying Use of Cited Statutory Authority.

NAVAIR and the FRC's utilize the core CM/PLM capabilities of CMPRO that have been developed by PSA as identified under paragraph 3 of this J&A in several vital aviation functionalities. The capabilities of CMPRO allows the Navy to process data, capture and management aviation related data that allow the NAVAIR activities to perform their primary function of aircraft maintenance and repair. The application of Only One Responsible Source as the statutory authority is based on the fact that PSA has developed and designed the software CMPRO from which the Navy has applied to the various applications current in use. PSA as the OEM maintains the ability to provide the annual licensing and software upgrades that enable the NAVAIR activities to perform their designated mission.

6. Description of Efforts Made to Solicit Offers from as Many Offerors as Practicable.

At present PSA is the sole developer of the CMPRO software currently in use by the various US Navy activities. They own the proprietary data rights to the software and the software engineering environment in which they create the software changes. They have the requisite technical knowledge and experience to perform all required software updates to the program logic and to ensure that the software is in compliance with US Navy and DOD Information Assurance guidelines. The Contracting Officer will synopsise the Government's requirement and the associated Justification and Approval through the Navy Electronic Commerce Online (NECO) website.

7. Determination of Fair and Reasonable Cost.

The Contracting Officer shall determine that the price for the software licenses covered by this J&A are determined fair and reasonable based on price analysis. Price analysis will be conducted by comparing the proposed unit prices against an Independent Government Estimate and historical prices for the same type of software licensing and support services.

8. Actions to Remove Barriers to Future Competition.

Based on a current review of the CMPRO software application and the feasibility of a potential future competition between other software engineering companies that can provide a COTS product or possibly develop a product that would currently perform in all the categories that the current software does is highly unlikely. An analysis conducted by FRCSW on the costs to migrate the functionality of the CMPRO application to other software programs would exceed the [REDACTED] acquisition costs for the annual FRCSW NI site licensing and support. Similar products, (with only a subset of the capability of CMPRO) offer per user licensing in the [REDACTED] price range, and do not offer site licensing. The licensing costs for another product would be approximately [REDACTED] (1,700 estimated CMPRO users at [REDACTED] each). CMPRO was designed as a COTS product but is and has been customized to meet US Navy needs. Current estimates to port customized CMPRO modules, screens, and work flow applications is approximately [REDACTED]. This cost consists of roughly 4,000 labor hours of re-programming at [REDACTED] hour. Estimates to re-train the current CMPRO users includes approximately 4,200 hours of classroom training (2-3 hour classes) for students and 1,000 hours for instructors and the cost is estimated at [REDACTED] for the re-training. The total cost to migrate the functionality of CMPRO to another application is currently estimated at [REDACTED] dollars.

PSA is the designer and developer of the CMPRO software system. They own all proprietary rights, software data rights and the software engineering environment. They possess the technical, engineering and corporate knowledge and experience to perform the required software updates to the program logic and to ensure that the software is in compliance with US Navy and DoD Information Assurance requirements and guidelines.

The requirement for software licensing and support will be synopsized along with a copy of this J&A. There is no realistic expectation that other vendors will respond to the only one responsible source announcement for this requirement.

9. In accordance with NAPS 5206.303-2(a), the following additional information is provided:

i. DELIVERY REQUIREMENTS: Delivery will be F.O.B. destination.

ii. ESTIMATED DOLLAR VALUE AND APPROPRIATION: The total estimated dollar value is [REDACTED]. The applicable appropriation is Navy Working Capital Funding (NWCF):

iii. ACQUISITION PLAN: An Acquisition Plan is not required for this requirement, as it does not exceed the \$5M threshold shown in DFAR 207.103(c)(2).

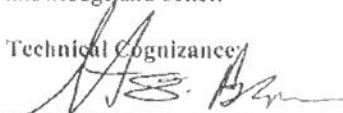
iv. DOCUMENTATION FOR SPARE AND REPAIR PARTS: Not applicable.

CERTIFICATIONS AND APPROVAL


TECHNICAL/REQUIREMENTS CERTIFICATION

I certify that the facts and representations under my cognizance which are included in this Justification and its supporting acquisition planning documents, except as noted herein are complete and accurate to the best of my knowledge and belief.

Technical Cognizance:

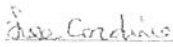
 Steve Brown 619-545-4055 9/16/14
Signature Name (Printed) Phone No. Date

Requirements Cognizance:

 Steve Gustafson 619-545-4076 9/16/14
Signature Name (Printed) Phone No. Date

LEGAL SUFFICIENCY REVIEW

I have determined this Justification is legally sufficient.

 Lisa Cordine 619-556-2325 9/16/2014
Signature Name (Printed) Phone No. Date

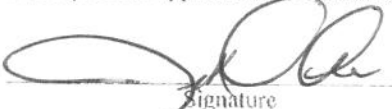
CONTRACTING OFFICER CERTIFICATION

I certify that this Justification is accurate and complete to the best of my knowledge and belief. To the extent that the J&A/LSJ value is between \$150K and \$650K, the Contracting Officer's signature below also represents approval of the J&A/LSJ.

 MARIA Papet 619-556-6850 9/16/14
Signature Name (Printed) Phone No. Date

CONTRACTING ACTIVITY COMPETITION ADVOCATE REVIEW

To the extent that the J&A/LSJ value is between \$650K and \$12.5M, the Competition Advocate's signature below also represents approval of the J&A/LSJ.

 JEFFERY D ALLEN 619-556-5720 9/18/2014
Signature Name (Printed) Phone No. Date